10 July 1974

MEMORANDUM FOR: The Director

SUBJECT: Personnel Exchanges Within the Intelligence
                  Community

1. Danny Graham's 1 July memo to you entitled
"Intelligence Community Personnel Exchange Program" (which
I endorse) prompts me to offer three sets of unsolicited
suggestions.

2. First, while thinking about the utility and opti-
mum mechanics of such exchanges between various component
members of the Intelligence Community, we should not neglect
the related though different matter of internal personnel
exchanges between components of the CIA. This is a subject
on which I have strong personal feelings derived from the
conviction that my own knowledge and (one hopes) utility as
an intelligence officer have benefited greatly from the
fact that I have served in a line capacity in two direc-
torates: Operations and Intelligence. I have been a case
officer, at headquarters and in the field, an analyst and a
drafter of Estimates, seeing the problems involved in each
trade from the worm's-eye working-level view. This experience
has been invaluable to me as an individual and has helped me
greatly as a professional. Consequently, I see considerable
merit in having career patterns similar to my own become,
if not the norm, at least much less than the exception than
is now the case.

> (a) Without going too far into the question of
> mechanics or details, it seems to me that inter-
> directorate personnel exchanges have to be carried
> out at the two ends of the grade structure (i.e.,
> the relatively junior and the fairly senior) not
> the middle. Many bright young analysts (male and
> female), with the right kind of training, can
> function effectively as bright young case officers
> assigned to field stations in their geographic areas
> of primary interest and expertise. Similarly, broad
> gauged senior officers in one directorate can

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effectively hold responsible positions in others,
(e.g., Lew Lapham running OPR or -- though some
might argue this -- Ray Cline running ⬚
⬚ It is of course true that not all
station chiefs make good managers of analysts
nor are all senior analysts qualified to run any
field station.   There are quite a few stations
⬚ which almost
have to be headed by Clandestine Service profes-
sionals.   Nonetheless, there are some senior
DDO officers who can or could very effectively hold
down certain specific senior desks within the DDI
or DDS&T and there are certain senior DDI and
DDS&T officers who are eminently well qualified
to run certain DDO stations.

(b)   I do feel quite strongly, however, that we
should focus on the mechanics of interchange at
these two ends of the grade spectrum.   You get real
and (with rare personal exceptions) inherently
insoluble problems when you try to do much switching
at the GS-12-15 level.   The chief of an operations
branch of a field station probably could not dis-
charge effectively the responsibilities of his grade
equivalent in DDI or DDS&T and (again, with rare
individual exceptions) almost no GS-12-15 headquarters
analysts have the experience or background to carry
their weight at that grade in the day-to-day conduct
or management of field operations.   The fact that
such is generally the case with respect to middle-
level officers, however, is not a valid argument
against trying to augment exchanges at the junior
and the senior levels where (for different reasons)
the problems are more manageable.

2.   Danny's concept of exchanges between various USIB
components is one worthy of support and further refinement
along the lines he suggests, but it should not be confused
or mixed up with the separate problem of personnel shifting
within the CIA.

3.   In discussing this matter of inter-USIB component
personnel exchanges, we should not forget two obvious areas
in which such exchange assignments are already being imple-
mented on a fairly large scale: the NIO structure and the
IC Staff.

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cc: DDCI
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